

4 ISSUES DISCUSSION AND RECOMMENDATIONS

During the process of updating the Harbor Plan, issues from the 1999 Plan were revised and a number of new issues emerged during meetings with the Harbor Plan Implementation Committee, the Harbor Plan Project Coordinator and with key stakeholders. This chapter provides a detailed discussion of these issues along with specific recommendations. Regulatory issues associated with the Designated Port Area (DPA) are presented in Chapter 5, which serves as the Gloucester DPA Master Plan.

4-1 ISSUES FROM THE 1999 HARBOR PLAN

The 1999 Plan identified the following issues as those that were most pressing:

- The future character of the fishing industry – What will the fishing industry be like in the coming years and how can the Harbor assist in maximizing the contribution of the industry to the City's economy? What new opportunities, including innovative technologies, will be most feasible in Gloucester and what sectors of the fishing industry will be most viable?
- Other supportive economic and development opportunities - What other activities, *including tourism and recreation*, can be developed in the Harbor which will support the fishing industry while also offering high quality employment, contributing to the City's tax base, and building on the Harbor's physical and cultural assets? Where are they best located?
- Extent and Type of Supporting Landside and Waterside Resources – What land and water infrastructure improvements and development support are needed to ensure that the growth opportunities identified in the first two issues can succeed? What projects would be eligible and appropriate for State bond funding?
- Land Use Allocation – What is the most appropriate land use around the Harbor that conforms with state and local regulations and the overall goal of maintaining a working waterfront? This is an opportunity for the community, in collaboration with state and local officials, to shape a Plan which will provide guidance to future projects proposed for the Harbor.
- Protection of Cultural and Historic Resources – How can Gloucester's cultural and historic assets work in tandem with its maritime port activities and natural scenic assets to attract additional business and economic activity to the area without negatively impacting the resource of the Harbor.
- Mechanisms to Guide Growth and Development – What is the best agent to implement the Plan's recommendations? What public investments, regulatory changes, management, and fiscal measures are required to ensure that the Plan is effectively and efficiently carried out?

4-2 COMMERCIAL FISHING

4-2-1 Issue Discussion

The Gloucester waterfront has over a 380-year history of port activity. During this time, the waterfront's economy has been dominated by the commercial fishing industry. Fish harvesting, seafood processing and vessel support services have been and continue to be a vital part of the City's life and character. With decreases in fish stocks, severe fishing restrictions imposed to allow stocks to recover to sustainable levels and pressures from residential and retail

developers, New England has lost all but four of its full-service commercial fishing hub ports. Gloucester is one of those, successfully holding on to its historic and cultural roots and remaining a working waterfront of great value to the local, regional and Commonwealth's economy. The Harbor is well positioned to meet the needs of a fishing industry expected to experience significant recovery over the next decade.

Gloucester is considered a Hub Service Port because it offers the core infrastructure and services necessary to support an active regional commercial fishing industry, including those vessels homeported in the Harbor and a large number from other ports that depend on the services that Gloucester can provide. Two recent reports on local commercial fishing document the infrastructure and service needs of the industry. The reports ("A Study of Gloucester's Commercial Fishing Infrastructure," dated October 15, 2003 and "Commercial Fishing Needs on Gloucester Harbor, Now and in the Future," dated June 2005) were prepared by the Gloucester Community Panel comprised of representatives from the local fishing industry including harvesters and owners of shore-side fishing support businesses and the Gloucester Harbor Plan Office. The initiative was part of a cooperative research project run by the Massachusetts Fishermen's Partnership and funded by the Northeast Consortium. Both reports proved invaluable in helping develop, and serving as a foundation for the 2006 Gloucester Harbor Plan.

Key elements of a full-service regional Hub Service Port are:

- Berthing and mooring space for fishing vessels;
- Facilities to maintain and repair vessels;
- Space to maintain and store fishing gear;
- Gear and supply stores;
- Fueling facilities;
- Ice plants;
- Markets for catch (individual fish buyers and/or seafood auction);
- Fish processors;
- Reliable and economical options for transporting fish and fish products; and,
- Port security and emergency response resources.

A regional Hub Port also requires people with essential skills including:

- Experienced fishing crews and captains;
- Young fishermen learning the trade;
- Lumpers and other dock workers;
- Settlement agents and accountants;
- Maritime attorneys
- Skilled tradesmen (e.g. gear technicians, welders, electricians, woodworkers, diesel engine mechanics, commercial divers / underwater welders, electronics specialists and refrigeration specialists).

Having this particular broad mix of businesses/services and skilled workforce is essential to effectively function as a regional Hub Port for the fishing industry. In Gloucester, with the current downturn in fish harvesting activity, many of the waterfront businesses are struggling to survive. To remain a Hub Port, it is also important that critical infrastructure remains in place, available and in a condition to be used by and to support commercial fishermen.

The economic recession being experienced by Gloucester's fishing industry is most apparent in the annual data on ground fish landed and ground fish revenues over the past 20 years (see figure 3-12). These changes are the result not only of the available groundfish stocks but also the restrictions on allowable days-at-sea for fishing vessels. Although the combined annual total weight of all fish (including lobsters and pelagics) landed in Gloucester has grown significantly in the past five year from 40 million in 2000 to over 110 million pounds last year, combined revenues have experienced only relatively small change. This is because the increase landing weight is largely due to substantial growth in the harvesting of pelagics (mackerel and herring) which have a wholesale market of only 5 to 10% of groundfish. Groundfish landing today are less than a third of what they were in the early 1980s.

While recent years have been hard, the general feeling of most within the industry is that some fish stocks are re-building and that the general outlook for the industry is bright if "we can survive this downturn". Some waterfront property and business owners are less optimistic since profits or losses for many of them are solely dictated by the success of the commercial harvesting of ground fish and thus return on their investment(s) has been down or negative for years. As they struggle to survive, they see opportunities to sell their properties/businesses for significant profits if restrictions prohibiting residential and recreational marina developments were eliminated.

The Gloucester Seafood Display Auction has been very good for many, particularly fish harvesters, and is generally considered an asset for the City. However, its creation may have made it more difficult for some waterfront property owners to remain profitable. Prior to the Auction, these property owners had long-established arrangements allowing commercial fishing boats to berth along their waterfront for little or no charge in exchange for them selling their catches to the property owners who then served as fish brokers. Because they did not always get the best price for their fish, the old system may not have favored fishermen. But some feel the new system adversely affects wharf owners who have relied heavily on the revenue generated from brokering fresh fish to supplement their properties' overall income. Some wharf owners complain that they cannot compete with the Auction and believe that it was unfair that the Auction's construction was partially subsidized with public funds. Further, they note that prices for vessel berthing at the State Fish Pier effectively set the market rate that private wharfs can charge. Because of this, they can not rent dock space to commercial fishing vessels at prices that would give them adequate return on their investments to justify improvements or even maintenance of their waterfront docks and other pile-supported structures. For these reasons in combination with the continuing fishing industry recession, the Port of Gloucester may lose some critically important privately owned port infrastructure.

The provisions of the Gloucester Zoning Ordinance for the Marine Industrial District and the state's DPA regulations strongly support water-dependent industrial uses including commercial fishing. Both sets of regulation emphasize water-dependent industry as the principal use of waterfront properties and both contain specific provisions reserving the immediate shorefront (aka watersheet and docks) areas for commercial vessel berthing and associated upland areas for supporting these activities.

New investment is clearly needed to ensure that the Port can support new marine industrial opportunities. Absent any new investment in the Port's waterfront properties, it is possible that many private DPA businesses will fail, jeopardizing Gloucester's ability to continue functioning as a Hub Service Port.

There are a number of government or government-supported programs and initiatives that provide assistance to maritime business and industry to expand or improve their operations. These include federal loans, loan guarantees, grants, investments, tax incentives, and other

services and benefits; state technical and management assistance, bond financing, debt and equity financing, tax credits and deductions; municipal tax abatements, employment and depreciation tax incentives, special tax assessments and tax increment financing for real estate. A compendium of "DPA Economic Incentives and Funding Sources" was produced in 2004 as part of a study commissioned by the Massachusetts Office of Coastal Zone Management titled *Study of Economic Incentives for Designated Port Areas in Massachusetts*. This information resource is available from the Community Development Department, MCZM, or online at <http://www.uhi.umb.edu/publications.htm>.

Both the property owners and financial institutions would be more willing to invest in the Port's waterfront properties if the investments were at least partially used to develop businesses with greater potential for positive economic return than currently offered by those solely supporting commercial fishing. A number of waterfront property owners would like to develop residential or recreational boating facilities on their properties to augment their incomes, but these two uses are expressly prohibited by DPA regulations since they typically would conflict with and/or displace existing or potential future water-dependent industrial uses, including commercial fishing activities. Although many visitors enjoy the gritty authentic nature of the waterfront, with its colorful vessels, off-loading and loading activities, shore-side gear storage and associated noises, smells etc., they are less likely to tolerate these activities if they lived immediately next to, or among, them. The fishing community feels strongly that every effort should be made to assist the waterfront property owners diversify and improve their financial positions, as long as the shoreside infrastructure that is absolutely essential to Gloucester's future as a regional Hub Port is not lost. Whether fishing activities are displaced through gentrification or the collapse of a business, the result is still the loss of a piece of the working port.

4-2-2 Recommendations

- 1. Maintain Regulatory Controls that Protect the Working Waterfront.** Maintain the City and state regulatory provisions favoring water-dependent industrial use of the Gloucester Inner Harbor waterfront. Revise these regulations only to make the two sets of regulations more consistent and to allow, in specified areas, a greater percentage of appropriate/non-conflicting commercial use of properties that can support, but not displace, fishing and other marine-dependent industries .
- 2. Consolidate Port, Industry, and Economic Development Expertise within the City's Community Development Department.** This move will facilitate the City's ability to offer comprehensive assistance to waterfront property and business owners and coordinate efforts to revitalize and market the Port of Gloucester.

4-3 NON-FISHING RELATED PORT OPERATIONS

4-3-1 Issue Discussion

This 2006 Gloucester Harbor Plan is expected to have a life of ten years. During that time, it is difficult to reliably predict what will happen with water-dependent marine industries and what new opportunities may arise. Given the unpredictable nature of commercial fishing, it seems prudent for Gloucester to continue to diversify with a broader mix of marine industries while also protecting those resources that are critical to retaining its role as a full service hub port for the fishing industry

Opportunities within the harbor planning area will be affected by a number of issues, including supply and demand for marine services and products, the adaptability of local transportation and utility infrastructure, energy costs, existence of an appropriately skilled workforce,

availability of vacant or underutilized sites and structures, the availability of financing for new uses or to improve the efficiency and practicality of current uses, and regulations affecting land use and construction. These factors are typical of development in any community.

In Gloucester, proposed development of the waterfront must also consider impacts on existing water-dependent use and heightened public concern about the nature and scale of waterfront development. These concerns are encompassed in Chapter 91, DPA, and zoning requirements, compliance with which is perhaps the most important consideration for new Harbor development.

While commercial fishing is the core marine industrial activity on Gloucester's waterfront, there are also a number of other existing water-dependent businesses. Some are traditional, such as boat building and boat repair. Others are more visitor-based, such as, charter fishing excursions, whale watching and schooner cruises. Most recently, cruise ships have begun visiting Gloucester and it appears that this industry will experience growth over the next several years.

Since the 1999 Harbor Plan was adopted, the possibility of establishing a new passenger and vehicle ferry service out of Gloucester has been explored. The *Gloucester Ferry Marketing Study* (2000) examined the demand for service between Gloucester and Shelburne, Nova Scotia, Canada. The general conclusions were that there has a strong demand for this service. A follow-on ferry operation feasibility study completed in 2002 determined that the Port of Gloucester could support an international ferry operation and presented a list of potential operators, operating parameters and a preliminary terminal and dock design. The study concluded that the best site for a ferry terminal in Gloucester would be at Rowe Square because of its proximity to Rt 128, deep-water access, and a 2+ acre open waterfront lot. Plans for a new Gloucester Marine Terminal building on this site are being finalized and a ground breaking ceremony was held in November 2005. The terminal building is expected to be available for use by the end of 2006. In addition to accommodating future ferry service (both international and domestic), the new terminal will provide facilities to accommodate the needs of passengers off cruise ships visiting Gloucester. A number of cruise ships have made port calls on Gloucester over the past several years. The pace of visits is expected to increase significantly with completion of the new terminal. Five visits are scheduled for fall 2006 by Holland America and Seabourn Cruise Lines. The new terminal will appreciably enhance Gloucester's appeal to passenger vessels of all kinds.

Coastal shipping may prove to be a new opportunity for the Port of Gloucester. This marine transportation industry employs barges or small coastal freighters to transport containers from hub container ports such as Newark/New York to smaller ports, thus removing truck traffic from the interstate highway system. Gloucester is positioned to offer an opportunity for container-carrying barge to bypass the overloaded southern New England highway corridor (George Washington Bridge and I95) to bring cargo directly to north shore industries and businesses and to other locations in New Hampshire and Maine.

Recently there have been several offshore energy-related proposals that would require shore-based support. These include a proposed offshore liquefied natural gas (LNG) terminal and proposals to construct offshore wind turbines. These proposals have generated controversy within the City (and state). The debate continues and will, in time, be resolved through municipal, state and federal regulatory processes. What is clear is that if any major off-shore marine construction and/or marine industrial operation were to occur off the New England coast in the future, the Port of Gloucester could be ideally positioned to support these activities and capture some of the potential economic benefits of these offshore developments. Even with all the controversy surrounding these projects, what has become apparent is that the Port of

Gloucester has the capacity and location to support major offshore construction and follow-up operations whether it is for energy production/delivery, aquaculture, marine research, etc.

This harbor planning process attempts to reach consensus on the community's vision for the future of the waterfront including creating new connections between the Harbor and the downtown commercial district. With this vision defined, a strategy could then be developed to activate the Port consistent with community desires while also ensuring the future economic vitality of both the City's working waterfront and downtown business district. This Plan is intended to serve as a guide for future waterfront development that conforms to City and State regulations, is based on economic reality, will promote a robust working port, and will fulfill the community's vision for the area. Two areas within Harbor Cove appear to be particularly important to the future health of both the Harbor and downtown businesses:

I4-C2 - This very visible and critically important site has a history of contentious and failed development proposals. Its location offers tremendous opportunity for supporting traditional water-dependent uses and also contributing to the vitality of downtown Gloucester. The waterfront portion of the property is currently managed by the Gloucester Redevelopment Authority for use as commercial fishing vessel berthing and support. Two waterfront parcels just to the east of I4-C2 offer the potential for expanding the project area if an appropriate development opportunity requiring more space were identified and these two additional parcels became available for new development. At least one of the property owners has expressed interest in this.

Commercial Street - This Harbor Plan identifies this area as offering great potential for new development and its proximity to the west end of the downtown business district would make it a complementary extension of this district. Several parcels here are vacant or underutilized. The northern side of the street is within the DPA. There are businesses here (such as Cape Pond Ice, Montellaro Lobster, and Ocean Crest/Neptune Harvest) that are considered critically important to the functioning of the commercial fishing hub service port. Pavilion Beach and Fort Square Park also add to the natural attractiveness of this area.

Cases studies included as appendices to this report offer hypothetical development plans for these two project areas.

4-3-2 Recommendations

Within the DPA, development opportunities are shaped by municipal zoning, the DPA Master Plan and the regulatory framework established by CZM and DEP. Ideally, projects and initiatives identified in the Master Plan will stimulate valuable new investments in the near-term and serve as a guide for future harbor development over the next decade. Following are specific actions recommended by this plan:

- 1. Support Initiatives to Bring More Cruise Ships to Gloucester** – Several cruise ship lines have expressed a strong desire to include Gloucester as a port call on their ships' future itineraries. Port calls to Gloucester since 2001 have been very well received both by the passengers and the City's merchants and attraction operators. It seems very realistic to expect that the Port of Gloucester can attract several dozen cruise ship visits annually. Marketing of the Port by the City should be done in concert with a state-sponsored initiative called *The Historic Ports of Massachusetts*. The primary goals are to collectively market Massachusetts ports, emphasizing the variety of opportunities for shore excursions and the existence of consistent high quality services each port. The Gloucester Harbor Plan Office has been part of a small core group that has been very actively developing and promoting this project since 2004, promoting among other

attributes, Gloucester's attraction as "*America's Oldest Seaport*". The City should also support this initiative by seeking financial support from Seaport Bond funds to make necessary wharf/dock improvements to facilitate cruise ship visits.

2. **Pursue Opportunities to Attract Domestic and International Ferries Services** – With the private development of the Gloucester Marine Terminal at Rowe Square underway, the opportunities to establish ferry connections from Gloucester have improved significantly. The City should continue efforts to attract an operator to establish international car/passenger ferry service between Gloucester and Nova Scotia. Establishing domestic passenger-only ferry services to Provincetown, Salem and possibly "Downeast" also have merit and should be explored. Efforts are already underway to reestablish seasonal ferry service between Gloucester and Provincetown. Two ferry operators have recently expressed serious interest in this route. With Salem reestablishing ferry service to Boston, there appears to be an opportunity to offer an attractive connecting service between Salem and Gloucester. A third option is a down-east connection to Bar Harbor (possibly via Portland) that would allow passengers to connect to the existing Bay Ferries catamaran service to Yarmouth. The City should further explore opportunities to establish domestic passenger ferry route and seek funding from the Seaport Council to help with waterfront improvements needed to support ferry service.
3. **Participate in the Commonwealth's Port of Massachusetts Initiative** - The City should enthusiastically support the State's new initiative to market the Commonwealth's working ports in an attempt to attract new water-dependent marine industries including new opportunities in seafood processing, boat and vessel repair and boat building, coastal shipping and marine construction. The project is called the "Port of Massachusetts" and the Gloucester Harbor Plan Office has taken a lead role in pushing this initiative.
4. **Activate the Harbor Cove Area with More Commercial Development** - The City should focus on activating Harbor Loop, the west end of Rogers Street, and Commercial Street through appropriate additional commercial development that will effectively support both the Downtown business district and Harbor Cove's working waterfront. There are a number of potential opportunities to attract visitor to Harbor Cove without compromising its value to the commercial fishing fleet

4-4 COMMERCIAL BERTHING

4-4-1 Issue Discussion

The diminished groundfish landings over the past two decades have altered the demand for commercial vessel berthing in Gloucester Harbor. Table 4-1 provides some rough estimates of how the size of the commercial ground fishing fleet has changed during this period. These numbers were derived from several different sources ranging from National Marine Fisheries data bases to personal observations by waterfront business owners, regulators and fishermen. Although the numbers from all sources do not match exactly, the trends observed are consistent. Over this period, both the number and average size of active commercial fishing vessels in Gloucester has declined.

Although there currently appears to be sufficient commercial berthing spaces in the Port for the existing Gloucester fleet, demand for good quality dock space is high, as many docks in the Harbor continue to fall into disrepair. Affordable, safe and efficiently functional berthing is a fundamental need of a productive working port. With reduced days at sea, more vessels remain

tied up in port for longer periods of time and, in order to have more days at sea, some families own two or more permitted fishing boats (Hall-Arber 2003). Another change is that, with the loss of larger vessels, the average crew size is smaller. On large active boats, normally there is at least one crew member on board while the boat is in port. This makes it possible for more vessels to raft out, since outboard boats can be readily moved to allow a boat tied up inside of them to get underway. With smaller crews, rafting out of several boats can often be more difficult to manage. Without this “stacking” of boats along the waterfront, fewer vessels consume greater linear feet of dock space.

Table 4-1 Estimated Size of Gloucester’s Ground Fishing Fleet over the Past Two Decades. These figures are partially based on anecdotal information. Therefore, they should only be used to illustrate the general trend in the numbers of vessels that may have been based in Gloucester at these times.

Period	# Vessels	Type
Mid 1980s	130	Draggers over 55'
	70	Small draggers
Mid 1990s	60	Large draggers
	60	Smaller draggers
Mid 2000s	12	Large dragger
	50	Smaller dragger

Many of the largest ground-fish draggers and trawlers (55 – 100 feet) have moved to other ports, been scrapped or converted to other uses. This has had a significant negative impact on the economic health of the Port since these larger boats required more shore-based services and supplies than the smaller boats that remain. As discussed in Chapter 3, there are currently about 250 commercial fishing vessels homeported in Gloucester Harbor, including draggers, gill netters, lobster boats, and vessels harvesting a variety of other seafood such as shellfish, sea urchins, hagfish tuna, and pelagics. Data collected by the NMFS Northeast Region office suggest a slightly higher number (268) of permitted fishing vessels in 2004/2005 and another 91 boats with older permits that list Gloucester as their “principal” port. From that data base, It is difficult to determine which boats were actively fishing. There were also over 50 vessels from Gloucester with “tuna only” permits, although many or most of these are not commercially harvesting tuna. Some of these boats are docked or moored outside the Inner Harbor or, for smaller boats, are trailered to and from public landings such as Dunfudgin on the Annisquam River. Some commercial fishermen from the region list Gloucester as their principal port although they may tie up their boats in neighboring smaller harbors such as Marblehead, MA or Hampton, NH and use Gloucester just for the services it can provide.

The permit data also include information on the length of vessels that held commercial fishing licenses in 2004/2005. An analysis of the data for those vessels is summarized in Figure 4-1 and shows that the majority (56%) of the boats were between 20 and 40 feet in length. Just under 26 percent were between 40 and 60 feet long and only 13 vessels were greater than 80 feet in length. This corresponds well with the information provided by local fishermen. Many of the largest boats remaining in Gloucester today are employed for harvesting pelagic species, hag fish and other non-ground fish.

Larger ground-fish draggers can stay at sea for longer periods thus can more efficiently harvest stocks from the traditionally more productive offshore fishing grounds such as George’s Bank. Many of the current ground-fish fleet rarely remain offshore overnight because of their small size. In the future as ground-fish stocks increase to the sustainable levels that many predict and fishing restrictions are eased, the number of larger fishing vessels homeported in

Gloucester can be expected to grow appreciably, but only if essential infrastructure and services are in place to support them. Some current estimates predict ground-fish landings will return to their early 1980s levels - about three times what they are today. Although difficult, if not impossible, to precisely predict the number and size of the fleet that can be supported by a fully recovered healthy ground-fish fishery, conservative estimates suggest that Gloucester's fleet of large draggers (i.e. the traditional family-owned 55 to 80 footers) could grow by more than 30, but is unlikely to return to the 130+ large boats that were homeported in Gloucester twenty years ago. If larger corporate-owned vessels (for example, stern trawlers over 120 feet in length) move into the Port, the total number of new vessels would likely be smaller. The number of smaller draggers (i.e. under 55 feet) should also be expected to grow some but most of the increase in near-shore ground fish harvesting opportunities will probably be absorbed by more fully employing Gloucester's existing fleet of small fishing boats.

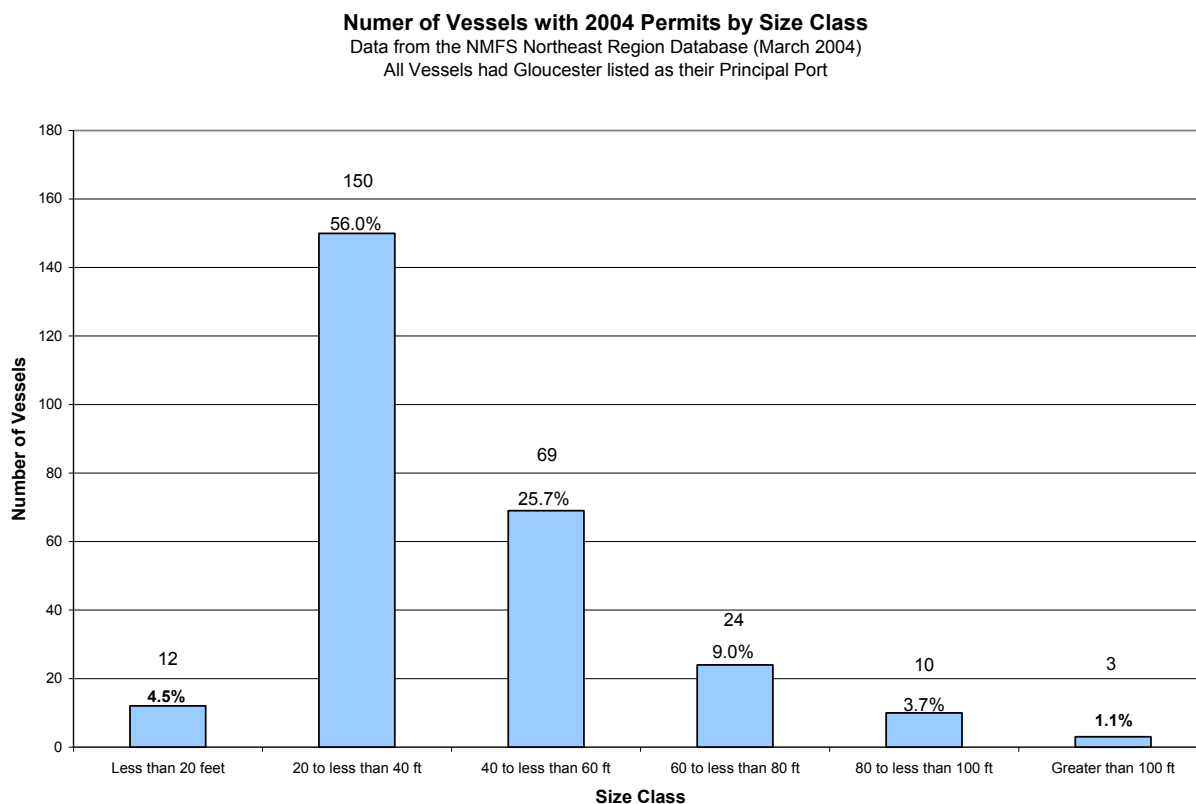


Figure 4-1 The Size Distribution of the 268 Fishing Boats in the NMFS Northeast Region Permit Database that Listed Gloucester as their Principal Port and had Commercial Permits for 2004/2005.

Future demand for commercial vessel berthing space will be dictated by the number and size of the commercial fleet actively harvesting sustainable fishing stocks off New England. As one of the few remaining hub ports in New England, Gloucester is in an excellent position to benefit from the recovering of fish stocks and, as mentioned earlier, currently has the potential capacity to accommodate a larger commercial fishing fleet. Although there is potential capacity, there will need to be significant private and public investment in the Harbor's infrastructure to realize this potential.

There are many different types of vessel berthing needed to accommodate an active fishing port. These include space for vessels homeported in Gloucester, transient docks for vessels receiving port services and berths for boats from other port visiting between fishing trips or

following seasonal migrations of specific species. For visiting/transient boats, the crews will often live on board while in port and will not normally have ready access to ground transportation. For this reason, the western side of Gloucester Harbor is generally more suitable for short-term berthing since this is where many needed services are located such as convenience stores, hardware and gear suppliers, restaurants and recreational attractions. The owners and operators of vessels homeported in Gloucester generally live within driving distance of the City so their need to be close to amenities is less pressing, but nearby parking is essential, thus the State Fish Pier and docks in East Gloucester may be better suited for them.

4-4-2 Recommendations

- 1. Encourage and Support Maintenance of Existing and Creation of Additional Commercial Vessel Berthing.** The difficulty in assessing the current and future fleet numbers and size composition makes it at least challenging to determine what the berthing requirements will be in the future, or even if they are adequate at the present time. However, maintaining waterfront infrastructure for commercial vessel berthing is a priority of this plan. Therefore, as guidance to DEP, maintenance of existing berthing and creation of new berthing for commercial vessels should be a requirement of all Chapter 91 licenses issued for industrial and commercial properties in the DPA.
- 2. Create a City Dock(s).** The City should also pursue options for creating more publicly owned and/or managed docks for use by the Port's commercial fleet and visiting commercial vessels. Funding for these new facilities should be sought through the Seaport Advisory Council.

4-5 FRESH FISH PROCESSING

4-5-1 Issue Discussion

The fish processing industry in Gloucester includes both fresh fish processors and firms specializing in frozen seafood product. This discussion focuses on fresh fish processing which includes all functions associated with bringing fish from the harvester to the consumer: sorting and handling; de-boning and filleting, packaging, marketing/brokering and transporting. Gloucester's future in fresh fish processing is largely dependent on changes in ground and pelagic fish landed in the Port and the City's commitment to restoring this activity. Historically, Gloucester was involved in all aspects of processing but, over time, as the market became more globalized and infrastructure consolidated, Boston became the regional center for fresh-fish processing. Gloucester's success in attracting more processing operations is limited by its inability to effectively handle the large volume of wastewater normally associated with this industry. As fresh fish landings increase, the City will be well positioned to attract some new processing businesses if it can offer a better solution for handling waste water. Even before a recovery in ground fish landings, processing of pelagic fish appears to offer an excellent current opportunity to demonstrate the value of a communal waste water pretreatment facility. Even with a focused effort, recapturing business from the large processors in Boston will be challenging.

A 1996 report on *Water and Wastewater Issues in Developing Gloucester's Seafood Processing Industry* (Metcalf & Eddy et al. 1996) explored the possibility for a pretreatment facility to support processing of large volumes of herring, which has been believed to have the potential for significant positive economic impact on the City. The main recommendations of this report were to: (1) start an assistance program to help seafood processors learn new and appropriate technologies in the areas of water conservation, pollution reduction, and solid waste handling; (2) start an advisory group to look at the opportunities and challenges associated with building a

herring processing plant in the City; (3) consider creation of a small pretreatment facility at a central location that could accommodate several small processors; and (4) explore aquaculture as an option for the City, perhaps using Seaport Bond to fund).

Today, most of the ground fish landed in Gloucester is generally sold whole through the Gloucester Seafood Display Auction to supermarket and restaurant chains, fish markets or processors in Boston. Some limited processing is still done by small Gloucester businesses such as Ocean Crest and Pigeon Cove. Pelagic fish (herring and mackerel) landed in Gloucester is sold as bait, shipping out in a slurry on tanker trucks, or sorted, packaged and frozen for shipment to markets outside the United States. No processing of pelagics is currently done in Gloucester.

The potential new opportunities in fish processing for Gloucester will be with high quality fresh ground fish, producing value-added fish products such as surimi (aka fake fish or imitation crab) from pelagics or organic fertilizer from waste generated by fish processing, and attracting new innovative technologies and/or startup ventures.

4-5-2 Recommendations

1. **Increased Local Retailing of Fresh Fish.** The processing of smaller quantities of quality fresh fish for retail consumption is a relatively untapped market. There are currently only a few places in Gloucester that retail fresh fish. These places are not easy to find and not well advertised, which is unfortunate for a city with almost 400 years of history as a fishing port. Existing retailers should do more to make their product available for retail distribution to local residents and visitors.
2. **Build a Demonstration Waste Water Pretreatment Facility.** Expanding Gloucester's ability to process fresh fish will require investment in at least one pretreatment facility. Initial feedback from the local fishing industry suggests that this plant would be best located in the Industrial Port on the State Fish Pier or near the Head of the Harbor. This report recommends that the City further explore this option possibly through a study to determined economic viability, best site(s) and state of the art technology.
3. **Support Processing of Pelagic Fish.** Today, pelagic fish landed in Gloucester is either sold locally for bait, or shipped out of the Port whole in slurry or packaged and frozen. This is no processing of pelagic fish in Gloucester. There is apparently a strong market for products derived from processing herring and mackerel. This new business could offer a near-term economic boost for the waterfront.
4. **Encourage new technologies.** Protein is potentially an economically important by-product of fish processing that remains relatively underdeveloped. Through a process called protein recovery, fish parts left over from the filleting can be processed into products such as fertilizer, as is being done by Ocean Crest Seafood/Neptune Harvest, or for production of surimi for human consumption. Other entrepreneurial initiatives employing new technologies or processes for producing new products from fish or other organic materials harvested from local waters should be encouraged and, if appropriate, supported. This might also include aquaculture.

4-6 DREDGING

4-6-1 Issue Discussion

The need for dredging in Gloucester Harbor is most acute in fringe regions of the main ship navigation or berthing areas. Recent surveys by the Army Corps of Engineers (ACOE) and by

the National Oceanographic and Atmospheric Administration confirmed that the Harbor had operating water depths at mean low water that were less than authorized, with several isolated high points in mid channel. Although the ACOE is responsible for dredging Federal channels and anchorages, they determined current water-dependent marine industrial uses of the Harbor could be accommodated by the existing operating water depths and thus that there is currently no economically justifiable need for maintenance dredging of the channels and anchorages within Gloucester's Inner Harbor.

A navigational improvement project to remove several small rock outcrops and other debris from the North Shipping Channel has been funded by the State Seaport Bond and is expected to be completed by summer 2006. This should improve the navigational operating depth of this arm of the federal channel from about 16 feet to 18 ½ feet.

There are many other areas of the Inner Harbor that require dredging. The depth along the north face of the State Fish Pier is about 20 feet but freezer ships that use the pier to load frozen herring and mackerel typically draw about 23 feet when fully laden. Massachusetts Finance Development, the pier manager, is seeking funds to complete dredging here within the next couple years to increase to alongside water depth to about 25 feet. Some other areas in need of dredging include areas around public landings, as well as the berthing areas for commercial vessels at a number of privately-owned waterfront properties. The cost of dredging is a significant issue for these private businesses. When the ACOE performs maintenance dredging of a federal channel, it is often possible for private waterfront property owners to "piggyback" on the federal project, reducing their costs for permitting and equipment staging. Because there are no near term plans for federal dredging in Gloucester Harbor, this option for cost saving is not available to property owners in the Inner Harbor.

There is also significant shoaling at a number of spots in the Annisquam River. The river is a federal navigational channel and part of the East Coast's Intercoastal Waterway. While only the south entrance to this tidal river falls within the Harbor Plan's study area, this Plan recognizes the value of this waterway to the many smaller fishing vessels homeported in Gloucester. The river provides an important protected shortcut for boats enroute to and returning from Ipswich Bay and can be an value safe refuge during bad weather. The ACOE is currently supporting a State effort to dredging this waterway with the project expected to begin in 2006 or 2007.

Finding an acceptable disposal option for the dredged material is a fundamental obstacle to dredging. In 1998, the Gloucester Harbor Dredge Material Management Plan recommended dredged material be disposed of in contained aquatic disposal (CAD) cells in the outer harbor, but this solution was successfully opposed by several Eastern Point residents. No advances have been made on the issue since that time and dredging remains a priority for the City.

4-6-2 Recommendations

- 1. Complete Planned Navigational Improvement Projects.** Dredging of the Annisquam, removal of navigational hazards from the Inner Harbor North Shipping Channel, and dredging along the north face of the State Fish Pier are all expected to start in 2006 or shortly after. Each of these projects should have a significant positive impact on Port operations.
- 2. Dredging Needs Update.** Complete an update survey of harbor users and waterfront property owners to identify current priorities for dredging in the Harbor.
- 3. Complete the Harbor's Dredge Material Maintenance Plan.**

4-7 PORT SECURITY

4-7-1 Issue Discussion

Security has always been an integral part of port operations, but prior to the events on September 11th, 2001, local focus in most U.S. ports had been primarily on covert illegal activities of local or regional origin such as vandalism, theft and industrial espionage, on accident prevention, and on emergency response to waterfront industrial accidents. Over the past four years, emphasis has sifted more to protecting our ports against possible international terrorist actions that target waterfront facilities and operations.

Since the fall of 2001, an ad-hoc working group of Gloucester Harbor port operators and local law enforcement and emergency response officials have been meeting regularly with the goal of improving local port security. They have carefully considered existing waterfront vulnerabilities and taken aggressive steps to improve security against terrorism. Actions have ranged from improving emergency response plans and conducting readiness exercises to upgrading the existing security infrastructure within the Harbor.

Although the existence of appropriate levels of port security is essential, care must be taken to ensure that there is a balance between security needs and efficient operation of the working port. "Locking down" the Port by severely restricting movement on the water and/or access to waterfront facilities may be appropriate for short periods when specific threats exist, but these actions will likely have a severe detrimental impact on the economic vitality of the Harbor if employed frequently or for extended periods. Permanently fencing off sections of the waterfront, for example, that would severely limit or prevent use of any significant portion of commercial dock/wharf space would likely cripple efforts outlined in this Harbor Plan to support a vibrant and productive working waterfront for Gloucester.

4-7-2 Recommendations

- 1. Officially Recognize and Support Gloucester's Port Security Ad-hoc Committee.**
- 2. Ensure that the Waterfront Remains Accessible.** Over response to perceived security threats needs to be avoided. Although maintaining appropriate security measures is very important, allowing efficient access for port operators to the working water front and its facilities is vital if the Port is to remain competitive and economically strong. Permanently fencing off large part of waterfront, for example, would be detrimental to effort to revitalize the Port.
- 3. Acquire Additional Infrastructure for Port Security.** Appreciating the caution expressed in the previous recommendation, some new surveillance and response equipment is needed to adequately protect port operations and/or appropriately respond to terrorist threats. Although many changes have been implemented since 9/11, the Port Security Committee should develop a priority list of equipment needs and seek support from appropriate funding sources.

4-8 VISITOR-BASED ECONOMY

4-8-1 Issue Discussion

Gloucester offers an appealing mix of an authentic working fishing port and active cultural and artistic community. The City's outstanding characteristic is its 380 years of history as a fishing port. This history, along with the arts and dramatic coastal setting, is largely responsible for the tourism economy that has been important to Gloucester for nearly as long as it has existed as a community. Despite this broad appeal, there is a strong feeling that the City is not adequately

capitalizing on the potential of the visitor economy, while others worry additional growth of the tourists industry could negatively impact the working port. In fact, tourism and a active working port could complement and support each other.

Research conducted during the 1999 harbor planning process suggested that there was market potential for additional recreational and visitor-based activities in Gloucester – such as museums and interpretive sites, charter boats, whale watch, and other excursions – and that these could be developed without displacing or interfering with any maritime industrial activities, particularly those important to the fishing industry. Key elements of the strategy proposed included a maritime museum and welcome center, a maritime network of relevant sites, and new downtown hotel. A number of “activity nodes” were proposed around the Harbor and key programmatic elements for the museum were recommended.

Since the 1999 Harbor Plan, efforts have been made to improve Gloucester’s visitor attractions. The Gloucester Chamber of Commerce has developed a series of four self-guided pedestrian tours around the Harbor that focus on history, art and architecture. The Society for the Encouragement of the Arts (SEArts) was formed to promote the very deep Cape Ann arts community. Plans also continue to be developed for one or more new downtown hotel(s) at the west end of the downtown business district. The economy and economic factors permitting, construction is expected to begin within the next five years.

While all the visitor-based recommendations proposed in the 1999 Harbor Plan have not been fully realized, it is the opinion of the Harbor Plan Implementation Committee that much of what was proposed at that time has been achieved in other ways – albeit somewhat dispersed. For example, the new exhibits at the Maritime Heritage Center, in combination with the existing Cape Ann Historical Museum, the welcome center at Stage Fort Park, the information booth on Harbor Loop and the Chamber of Commerce mean that many elements of a maritime museum and welcome center envisioned by the 1999 plan is no longer needed.

In addition to exposing visitors to Gloucester’s maritime past, more effort needs to be made to highlight its history as a renowned art community – once home to such gifted artists as Winslow Homer, Fitz Hugh Lane and Frank DuVaneck – and to promote existing artists and galleries. Most of the art community is concentrated on Rocky Neck in East Gloucester, which presents a number of challenges in terms of increasing tourism and thus traffic flow to the area. These traffic concerns are discussed further in Section 4-10.

The effort to build a stronger visitor economy will benefit from even greater coordination between the Cape Ann Chamber of Commerce and the City’s Tourism Office. The recommendation of this Plan that enhances the ability of waterfront property owners in key locations to incorporate uses that attract and support visitors is another important component. .

As visitors would, for the most part, be on foot, it is essential that public access be well planned. Gloucester is a working port and, as such, there are stretches of waterfront that are not suitable for visitors. While the waterfront is accessible in certain areas (e.g., St. Peter’s Park), in other areas walkways along the water’s edge are not recommended. In these areas lookouts or observation decks should be created where visitors can view the Harbor, but are kept at a sufficient distance to ensure their safety and to prevent them from interfering with workers.

Existing signs indicating points of public access to the Harbor are inadequate, with many signs either obstructed from view or difficult to read. There is also a need for additional public restrooms around the Inner Harbor and better signage indicating their location

4-8-2 Recommendations

1. Create a network of Visitor Attractions. The 2006 Harbor Plan proposes a strategy for increased visitation and development involving both existing visitor sites and several new projects around the Harbor. The aim of the strategy is to organize these elements so that they work together and are mutually reinforcing, increasing their chances for success. Key elements of the strategy are illustrated in Figure 4-2 and Figure 4-3 which include:

- A network of maritime related interpretive, recreational, and industrial sites open to the public. Spearheaded by the Maritime Heritage Center, SEArts, and the Cape Ann Historical Museum, such a voluntary network could provide a simple way of organizing sites and visits to the Harbor as well as a vehicle to jointly market these sites and experiences.
- The expansion of the existing pedestrian loops to link visitor attractions.
- The re-establishment of a water shuttle system linking Harbor Cove to Rocky Neck, and the downtown to parking lots at Stage Fort Park and Gloucester High School.
- Development in the downtown area, including a new hotel and infill commercial development along the east side of Rogers Street – more attractions and making it a more pedestrian friendly area.

To the degree possible, this Plan recommends physically clustering projects and improvements to help maximize their benefits. The pedestrian loops could then guide visitors from attraction to attraction while providing them with the opportunity to view the working port. For this reason, suggestions for many visitor-oriented improvements and development should be clustered in the Harbor Cove area – the traditional Harbor gateway linking downtown to the waterfront. From here, visitors could access East Gloucester and Rocky Neck via the water shuttle system.

The 2006 Harbor Plan recognizes the value of the Maritime Heritage Center and acknowledges that a network of existing sites, developed in parallel and marketed in combination with the existing museums, provides a unique opportunity for Gloucester to establish a “distributed history museum” across its waterfront that obviates the need for a new museum to accomplish the same task. The working Harbor in Gloucester is an incredible living exhibit in itself.

2. Increase Opportunities to Observe the Authentic Working Waterfront. A number of businesses either allow visitor access (e.g. Cape Pond Ice) or have expressed an interest in allowing some level of access to visitors or providing visitor attractions (e.g. Fishermen’s Wharf, the Display Auction and Gorton’s). As visitor-based attractions are proposed, the City would also benefit from some coordination of both concept and design at individual sites. Cape Pond Ice, for example, already provides tours of their facilities. Fishermen’s Wharf, the Display Auction and Gorton’s have all expressed an interest in showcasing their businesses by catering to visitors to some extent. Because of this interest, there exists a unique opportunity to develop a series of industry-based attractions to expose and educate visitors on the workings of the Gloucester waterfront. These attractions could include exhibits that capture Gloucester’s maritime past (e.g., fishing, fish processing) at Gorton’s, access to boat building and reconstruction operations at the Maritime Heritage Center, and tours of Cape Pond Ice, Fishermen’s Wharf and the Display Auction that feature the workings of the modern-day fishing industry.

The history of Gloucester is intimately tied to the waterfront and a greater focus on a network of attractions would provide a window into the current functioning of the

waterfront and the City itself. Maritime businesses could provide access to their facilities and allow visitors to learn about what they do first-hand. These options should be explored further and a concept and marketing plan for the network should be prepared.

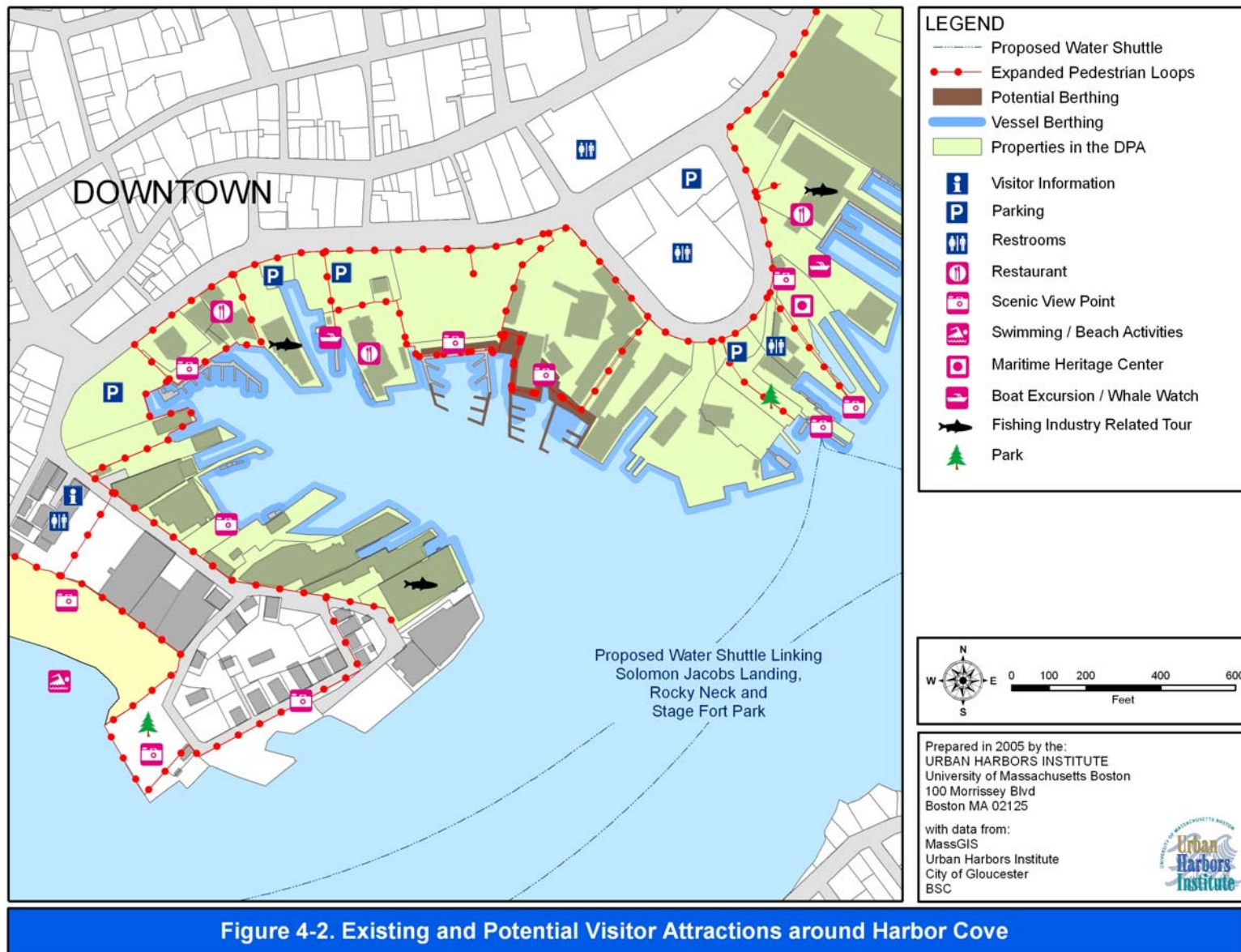
Boat Building – At the Maritime Heritage Center, visitors can see the art of traditional boat building and the repair of historic vessels up on the marine railway (itself of great historic interest). Visitors could then visit the Schooner Adventure, preferably located in or near Harbor Cove. Here they could get a feel for what a traditional Gloucester Schooner is and perhaps take a cruise. In addition to the Adventure, interpretive signage could help visitors to identify other historic vessels in the Harbor.

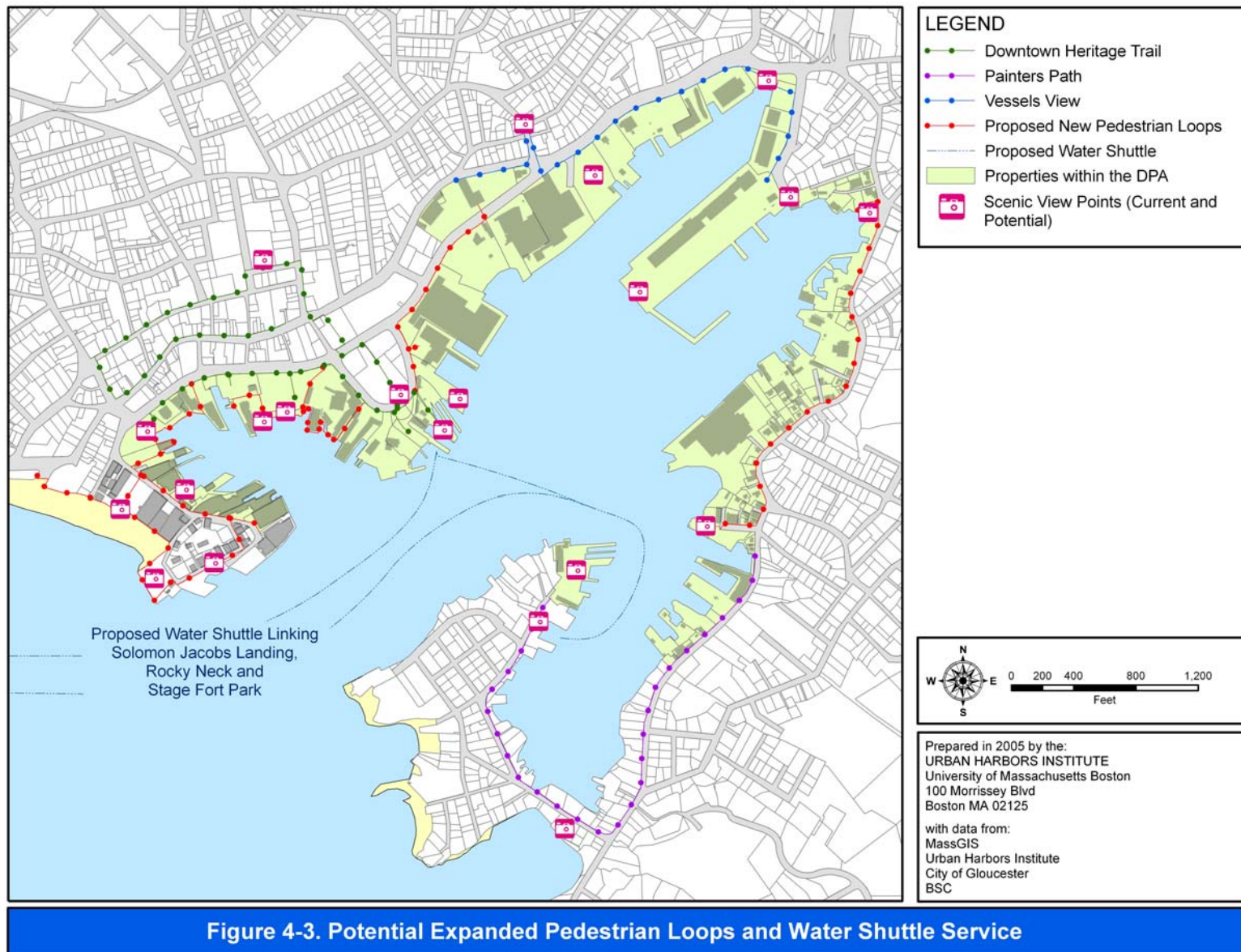
The Fishing Industry – All around Harbor Cove there are fishing boats and fishermen going about their businesses; preparing gear and loading or working on their boats. The greatest attraction of Gloucester is that it continues to be a working port - a museum on its own cannot convey this successfully. There are multiple existing attractions and other potential ones that could guide visitors through various activities of the fishing industry. Cape Pond Ice offers tours of their facility where fishing vessels load up on ice to keep their catch fresh when at sea. The Display Auction has suggested that they may allow some visitor access. Here visitors could see fresh fish being unloaded – packed in ice from Cape Pond. They would be able to see the work going on and the types of fish being landed amidst the smell of fresh fish. If plans for Fishermen's Wharf proceed, visitors would again be able to see fish being landed but may also be able to purchase fresh Gloucester fish and have it filleted for them on site. Vessel owners may be interested in running short excursions aboard their boats to allow visitors to experience the feel of a real Gloucester fishing boat. Other visitors could try their hands at fishing by booking a place on a charter fishing boat.

Gorton's - Gorton's has been an integral part of the Gloucester waterfront since 1849. While initially it was a major processor of locally landed fish, in recent years all the fish that they process is landed elsewhere and trucked to their facility. Gorton's no longer processes Gloucester fish, but they have recently started selling live local lobster through the internet. While Gorton's may never again be as involved in Gloucester's fresh fish industry as it was, the firm and the City are inextricably linked. As such Gorton's could potentially be a visitor attraction and there has been some discussion of them putting some of their archived photographs and other memorabilia on public display.

3. **Promote the Local Art Community** While not associated with the fishing industry, the artist community of Gloucester is a vital part of the City's and the waterfront's past and present. Artists have been coming to Gloucester for over 200 years. Most of the artists and their studios are located in East Gloucester and Rocky Neck and represent a significant visitor attraction. However, these areas are not easily accessible and parking can be difficult. The Rocky Neck area is very walkable, so visitors would be well served by a water shuttle linking East Gloucester and Rocky Neck to Harbor Cove, Stage Fort Park and other sites. An increase in pedestrian visitors will allow for economic benefits for the artists themselves as well as for the local restaurants and other businesses in these areas.

To inform and attract visitors to the artist colony on Rocky Neck, it may be useful to encourage small galleries in Harbor Cove area. Those galleries could feature the work of local artists and provide information on the location of the colony's studios and how to get there by water shuttle. An artist community pedestrian loop could be developed to guide visitors through Rocky Neck and East Gloucester.





4. **Develop a Public Access Plan.** A comprehensive Waterfront Public Access Plan should be developed for Gloucester Harbor. A continuous harbor walk from Stage Port Park to Rocky Neck might serve as core around which the plan is built. The marked trail could alone prove to be a major attraction for both visitors and residents but would also connect existing pedestrian loops and areas where various activities of the working port could be observed. These activities might include, for example, the hauling out of a vessel on the marine railway in Rocky Neck, the activities of cruise ships or ferries at the Gloucester Marine Terminal, and vessels moving in and out the Harbor passed the newly upgraded Fort Square Park. Pavilion Beach, Stacey Boulevard, St. Peters and Gus Foote parks, the fishing fleet docks at State Fish Pier, Cripple Cove Public Landings and the North Shore Art Association are some of the attractions would be along this harbor walk.

Some of the functional elements that are needed to make a trail successful are clear directional and interpretive signs and an adequate number of well maintained public restrooms. SEArts has offered to assist with the design of the signs to make them unique, functional and artistically appealing and also to add some appropriate art along the trail to maintain interest to the tone for experiencing the Rocky Neck Art Colony

Creating the connected network of attractions will not only help attract visitors, but also improve the appeal of the Harbor area to private investors and developers.

4-9 RECREATIONAL BOATING

4-9-1 Issue Discussion

Throughout the harbor planning process, many stakeholders expressed a need or desire for more berthing and services for recreational boaters, offering new opportunities for waterfront property owners and new gateways between the boaters visiting the Harbor and the downtown business district. Over the years, the issue of recreational boating within the Harbor has been controversial because of a potential conflict between such uses and some of the marine industrial activities in the Harbor. The DPA regulations and zoning regulations for the Marine Industrial district specifically prohibit new recreational marinas because of the possibility for conflict with and displacement of marine industry. The DPA regulations do allow for temporary, bottom-anchored floating docks to support recreational boaters, but the City has not been supportive of such uses because of current congestion in the Harbor.

While new recreational marinas are prohibited under existing regulations, there are a number of recreational boating facilities in East Gloucester that pre-exist the current regulations. Most of these operate as legal non-conforming uses. These businesses also provide many essential services for the commercial fleet. Some of the waterfront infrastructure associated with these businesses is in need of renovation and upgrading, but the ability to do so is limited by the regulations.

In addition to visitors that come to Gloucester by car or rail, there is also great potential to attract visitors who travel by boat. There are relatively few slips at existing Inner Harbor marinas that are available for visiting/transient boaters and all are on the opposite side of the Harbor from the downtown business district. Many recreational boaters are said to by-pass Gloucester entirely because the severe access limitations and, in doing so, take with them potential income for businesses in the City. While this plan does not provide for increasing recreational boating facilities in the Harbor, there is still opportunity to attract a greater number of transient boats and to provide the necessary berthing/mooring space for them. What remains essential is that any

facility or amenity constructed to cater to recreational boaters does not displace or conflict with the water dependent activities of the waterfront.

4-9-2 Recommendation

1. **Properly License Grand-fathered Marina in East Gloucester.** As the recreational boating businesses in East Gloucester are important to the City and to the character of the neighborhood, maintenance of existing waterfront should not suffer because of permitting issues. A coordinated public-private effort should be undertaken to properly license/permit existing development. Doing so will produce benefits for the property owners and for the Harbor.
2. **Create a Gateway to Facilitate Recreational Boat Access to Downtown Services and Attractions.** As discussed previously, short-term commercial fishing vessels prefer to be berthed near needed services. The same applies to transient recreational boaters. If improved facilities for transient boaters are to be developed, the logical location would be in or near Harbor Cove. The proximity to downtown suggests that some sort of “gateway” should be developed to direct recreational boaters to the downtown and its shops, services, and restaurants. A dedicated facility for transient recreational boaters is not allowable under state regulations within the DPA. However, since recreational use would occur only on a seasonal basis, a facility built for commercial vessels, but available to transient recreational vessels on a managed basis might work. The Harbormaster, for example, could enforce a maximum duration of use (e.g. one night). Another option is additional dinghy tie-ups at Harbor Cove and/or Solomon Jacobs Landing serving recreational vessels berthed at one of the marinas in East Gloucester or at a new transient recreational marina built near Stage Fort Park. This latter option might also support a water shuttle to downtown. There is also an opportunity to create a small marina for transient boat just outside the DPA at the south end of Commercial Street. The site is difficult because it is exposed to storm waves and vessel wakes but a properly designed wave attenuation system may allow use during much of the summer.

4-10 TRAFFIC AND PARKING

4-10-1 Issue Discussion

The 1999 Harbor Plan identified traffic and parking issues as a matter of concern and they remain so today. In fact, the problems may increase with new investment on the waterfront and with potential increases in the number of visitors to the area. Satellite parking at Stage Fort Park, the High School or the MBTA station, coupled with a land or water shuttle, may alleviate some of the increased parking problems during the summer and should be explored. But additional parking facilities will likely be needed. Utilizing waterfront properties largely for parking, however, should not be considered.

Certain areas of Gloucester’s waterfront are characterized by small, winding streets. There is growing consensus that any redevelopment or new uses within these areas should be consistent with the design and capacity of these streets. This is particularly true in East Gloucester and on Commercial Street. However, it is important to remember that truck access to the Harbor is essential to the operation and survival of many waterfront industries and businesses. Therefore, adequate and acceptable truck access should be one of the key criteria in planning for and siting expanded or upgraded marine industrial uses.

Truck parking continues to be an issue of concern. This may be exacerbated by potential Homeland Security issues that will require secure parking for trucks involved in the

transportation of consumable goods. While it is felt that secure parking can be achieved for the current number of trucks and trailers, this may not be possible if, for example, Gorton's were to significantly increase their productivity at their Gloucester waterfront facility. Therefore the idea of a secure truck parking area near Route 128 should again be considered.

The parking requirements of the Gloucester Zoning Ordinance may actually hinder some redevelopment of the waterfront and thus limited/targeted changes may need to be considered.

4-10-2 Recommendations

- 1. Reevaluate the Feasibility of a Parking Garage Serving the Downtown but Away from the Waterfront.** Construction of a new parking garage within walking distance of the waterfront would support build out of some of the smaller properties and reduce the amount automobile parking on waterfront land.
- 2. Explore Options for Creating an Inner Harbor Water Shuttle.** For New strategies for reviving and supporting the water shuttle system need to be explored. The water shuttle is the key to linking Harbor Cove, Stage Fort Park, Rocky Neck, Cripple Cove, Pirates Lane and Solomon Jacobs Landing. The water shuttle's numerous advantages include: allowing visitors to get out onto the water, reduces the number of cars in the downtown and in neighborhoods around the Harbor; enables visitors to explore less accessible areas of the Harbor with economic benefit for businesses located in those areas, and encourages the development of new businesses.

4-11 ADMINISTRATIVE

4-11-1 Issue Discussion

The 1999 Harbor Plan concluded that the City of Gloucester needs to more effectively encourage the economic development of marine industrial and related uses of Gloucester Harbor's waterfront. Central to this finding was the creation of a Harbor Coordinator position. A critical function of the Harbor Coordinator was to serve as a liaison between property owners and the regulatory authorities to help them realize the full potential of their properties.

Based on the demonstrated success and value of that recommendation, this plan further recommends that this coordinating and technical assistance function be imbedded in the Community Development Department where port and harbor issues can benefit from additional and complementary expertise and be fully integrated into to the community and economic development decision making process. Further discussion of this recommendation can be found in Chapter 7.

4-11-2 Recommendation

- 1. Create a Harbor Economic Development Coordinator Position within the City's Community Development Department.**